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ON THE WATERFRONT : GUAM LONGLINE FISHERY IN GUAM

by Joseph E. Quinata
Guam Department of Commerce

The longline fishery in Guam is a new and major activity in Guam's fisheries. It has grown at a rapid pace over the last two years from 5 to 8 vessels in 1986 to over 79 vessels in 1988. The rapid growth of this fishery, however, has not been adequately monitored as to the economic impact it has had on Guam's economy and domestic fishery. There is consequently an urgent need to determine the impact the fishery has on Guam and its potential for further development.

The longline fishery in Guam consists mainly of Japanese vessels with an increasing number of Korean, Okinawan and Taiwanese vessels entering the fishery. The vessels range in size from 19 to 59 tons and reportedly fish in the waters of the Federated States of Micronesia (FSM). The catch consists mainly of yellowfin tuna and bigeye tuna which are usually brined and iced with the exception of the Taiwanese vessels that use only ice for a higher quality of fish. An estimated 3 to 5% of the total catch consists of billfish which is composed of approximately 60% black marlin and 40% swordfish.

The vessels offload at the Guam Commercial Port, where the catch is contracted to one of six agents who handle the dockside offloading, inspection, weighing, boxing and shipping of fish. The industry is targeting the Japanese sashimi market for the best quality catch. Fish of lesser quality is transshipped via ocean freight to various locations for canning or sold on the local market. The price for transshipped fish varies according to the quality of the fish.

There has been concern expressed by the domestic fishermen that the longline fishery has had a detrimental impact on the billfish population. In this regard, the Guam Department of Commerce has initiated a study of the longline fishery in Guam. The project goals are to determine and measure the significant factors affecting the industry and how they interact with the domestic fishery as well as to obtain an adequate information base to be able to make knowledgeable decisions regarding the management of resources, infrastructure support and means to capture greater economic benefit in Guam.

PHOTOGRAPH BY JIM COOK

TRANSSHIPMENT ACTIVITY IN HAWAII

A new operation involving a Japanese vessel unloading tuna, caught beyond 200 miles, to a local vessel outside of three miles began December 8. The local company, **Transpacific Carriers Inc.** receives and exports the tuna to Japan. So far two Japanese longliners, "Keien Maru 21 and Kyoshin Maru 8", with a carrying capacity of 10 to 15 tons have offloaded tuna to the local vessel "Makuahine" totaling approximately 58,000 pounds, consisting of mainly bigeye and yellowfin tuna and some albacore. The fresh tuna is then packaged for shipment to Japans' fresh fish auctions.

On December 28, 1989, local tuna fishermen, joined by officials from the National Marine Fisheries Service, U.S. Customs, U.S. Coast Guard and the Western Pacific Fishery Management Council, met with Congresswoman Pat Saiki to discuss the new operation's economic impact on the local industry, its legality, the depletion of tuna and the State's relationship with its trading partners.

Local fishermen are claiming that this kind of transshipment activity could reverse the growing longline fishery in Hawaii. Local fishermen make about 40 percent of their profit from exporting bigeye and yellowfin tuna.

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GILLNET UPDATE

North Pacific:

On October 19-21, 1988 a United States Delegation of fisheries representatives met with Japanese fisheries officials to discuss the North Pacific and Bering Sea enforcement issues and the requirements of the U.S. Driftnet Impact Monitoring, Assessment and Control Act of 1987. The Driftnet Act requires an increase in effort to monitor, assess, and reduce the adverse impact of driftnets due to the lack of detailed and reliable information on the number of marine resources that become entangled and die in actively fished driftnets and in driftnets that are lost, abandoned, or discarded. The meeting, held in Japan, was conducted in response to U.S. requests for an exchange of information between driftnet countries currently fishing in the North Pacific.

The U.S. delegation was headed by Larry Snead, Office of Oceans and Fisheries Affairs, U.S. Department of State, and included George Flanigan, U.S. Coast Guard; Margaret Frailey, NOAA Assistant General Counsel-Enforcement and Litigation; Henry Beasley, NMFS Office of International Affairs; and Steven Springer, NMFS Office of Enforcement. The Japanese delegation was headed by Isao Nakasa, Fisheries Agency of Japan, and included Japanese officials concerned with Pacific high seas fisheries.

The meeting was devoted primarily to gaining a better understanding of Japanese regulatory and enforcement methods. However, the United States did propose certain pilot cooperative observer and enforcement programs for 1989 in order to meet the requirements of the driftnet legislation. The Japanese response to these propositions made clear that Japan was in no position to accept the U.S. driftnet legislation. They indicated that they could not enter into any kind of formal agreement that might derogate from Japanese sovereignty over its high seas fisheries. Further, any cooperative observer program in the squid driftnet fishery would have to be based on Japan's regaining access to salmon fishing in the U.S. Exclusive Economic Zone (EEZ) pursuant to the Annex to the International Convention for the High Seas Fisheries of the North Pacific Ocean.

The enforcement program sought by the United States calls for 1) continuation of existing Japanese area-seasonal limits for the driftnet fishery; 2) enhanced position fixing, vessel identification, data collection, and record keeping; 3) expanded exchanges of data and information between U.S. and Japanese authorities; and 4) cooperative exchanges of enforcement personnel for aerial surveillance, at-sea boardings, and port inspections. The Japanese stated, however, that any enforcement agreement would have to accept the Japanese salmon mothership fishery having access to the U.S. 200-mile zone under the area and seasonal limits of the International North Pacific Fisheries Commission (INPFC).

Regarding the exchange of information on enforcement issues, Japan stated that it would look to the INPFC as the principal forum to exchange scientific data on North Pacific fisheries. Although Japan has not provided any information to the INPFC on its large-mesh driftnet billfish and tuna fisheries since 1982, Japanese officials stated that they would attempt to respond to the pending U.S. request for updated information on those fisheries.

The United States' concern for the exchange of fishery data stems from the rising number of fishing vessels uitilizing the driftnet fishing method, particularly in the billfish and tuna fisheries. Any information on current driftnet fisheries, such as Japan's squid driftnet fishery, is considered vital to the monitoring of marine resources and essential to the conservation of resources management of the various fisheries in which it participates. Hence the United States is acting to create formal avenues for exchanges of information with the three major driftnet countries, Japan, Kores and Taiwan.and a report to Congress is due on December 29, 1988. A consultation with Taiwanese fishery officials is scheduled to take place in February 1989.

South Pacific:

The second round of Informal Consultations on South Albacore Fisheries Interaction will take place in American Samoa the week of January 23, 1989.

HAWAII: ON THE WATERFRONT

PATY PRESS CONFERENCE:
United Fishing Agency,
December 12, 1988 7:00 a.m.

William W. Paty, Chairman of the Hawaii State Board of Land and Natural Resources, recently held a press conference at the newly expanded auction block at the United Fishing Agency.

Paty reported that Hawaii's commercial fishing industry has been on a promising upswing this year and the outlook for 1989 appears even better. This is in marked contrast to the situation local fishermen have faced at least since 1985, when Hawaiian Tuna Packers, the only tuna cannery in the State, shut down its operations. Rising vessel insurance costs and the shift of the Honolulu sashimi market to foreign suppliers of cheap tunas also contributed to the decline of the industry in recent years.

According to Paty, the current upswing can be attributed primarily to the growth of the longline tuna fishery, presently consisting of 55 full and part-time vessels, and the fact that local longline vessels are now fishing the productive tuna grounds south of the Big Island as well as distant grounds beyond the U.S. 200-mile Exclusive Economic Zone. The total volume of fish moving through the United Fishing Agency auction during the first nine months of 1988 was 15 million pounds of tuna and billfish. This is already an increase of 6 million pounds from the 9 million pounds reported in all of 1987. Moreover, it is expected that the volume of fish landed in 1989 will continue to rise due to the expanded market for Hawaiian fresh tuna in Japan and the United States mainland and the fact that more vessels are expected to enter the longline fishery in the coming year.

The skipjack tuna (aku) fishery, now Hawaii's second largest tuna fishery, is also showing signs of revitalization despite the closing of the cannery and the attrition of a number of aging sampans from the fleet. This year aku fishermen caught greater numbers of large aku than during the last few years. The fishery was able to command good prices in the fresh fish market and, hence, higher profits for aku fishermen. Paty also noted that the State is in the process of installing more fish aggregating devices around the Hawaiian Islands which might make next year's aku landings exceed those recorded during the bonanza years of the 1950's.

Reporting on the lobster fishery of the Northwestern Hawaiian Islands, Paty cited a sizeable increase in spiny lobster landings in 1988. This year, 617,375 spiny lobsters were landed, up from 275,964 in 1987. Although the stocks are reported to be in good shape, the lobster fishing fleet has been reduced by two vessels since last year and more vessels are expected to leave the fishery and begin converting to tuna longlining.

Paty also indicated that the number of bottomfish caught around the main Hawaiian Islands has surpassed landings from the Northwestern Hawaiian

Islands for the first time in many years. It is expected that increased demand for opakapaka, onaga, and ehu, as well as other bottomfish species will ensure premium prices paid to the fishermen at the market. However, to ensure that the increased demand does not result in overfishing, the Department of Land and Natural Resources Division of Aquatic Resources will be proposing a three-pound minimum size regulation for the sale of commercially caught opakapaka, onaga and uku.

Although Paty sees the overall production and quality of Hawaii's offshore commercial fishery to be increasing, he observes that some of the State's nearshore marine environment and resources are showing signs of being severely stressed. Increased shoreline construction activities, heavy fishing, discharges of harmful substances into coastal waters, non-point source pollution, and other uses contributing to the overall decline in the quality of nearshore habitats appear to be resulting in a serious decline in Hawaii's nearshore marine life, especially around O'ahu. A better understanding of these fishery resources, their environment and traditional uses is seen as a necessary first step toward the goal of conserving them for future generations. According to Paty, the Department of Land and Natural Resources, in conjunction with the University of Hawaii Sea Grant Program, the Honolulu Laboratory of the National Marine Fisheries Service, and the Oceanic Institute will be asking the State Legislature to provide funding for a comprehensive 5-year nearshore marine resources study of the main Hawaiian Islands. The goal of this multi-agency, cooperative effort is to identify the causes of the nearshore problems and to implement immediate management actions to restore and protect our nearshore marine resources. Although the plan will require substantial funding, Paty feels the investment will be well worth it since it will bring long-term benefits for our next generation of kama'ainas and malihinis.

COAST GUARD NEWS

ZERO TOLERANCE ON ILLEGAL DRUGS

According to a recent article in the HONOLULU MARINE SAFETY NEWSLETTER, the United States Coast Guard announced the "zero approach" to drug use on U.S. waters. The zero tolerance policy of strict enforcement of existing law is to reduce the demand for illegal drugs and improve safety on the water by taking action against illegal drug possession aboard boats.

Under the zero tolerance policy, discovery of any amount of illegal drugs on a vessel within the 12 mile limit of the United States waters will lead to the seizure of a vessel and the arrest, where appropriate, of those on board. Outside the 12-mile limit, seizure will result if there is exportation or intent to import any measurable amount of illegal drugs. Commercial mariners involved with illegal drugs will feel the effects of the new policy as well. In addition to the revocation of their merchant marine document or license, these mariners now face arrest and criminal prosecution by State and Federal authorities. Under zero tolerance, the Coast Guard will be strictly enforcing the law during the normal course of its duties.

The Coast Guard further advises that Boat owners take as many reasonable precautionary measures as are appropriate against illegal drugs, since they have the responsibility to ensure that illegal drugs are not brought aboard their vessels. In the event that illegal drugs are discovered by a Coast Guard boarding party, the vessel normally will be seized. The owner/operator's efforts will, however, be considered during the administrative forfeiture proceeding.

The following precautionary measures are recommended:

1) Post a zero tolerance notice in a visible, public area on board the vessel;
2) Ensure that all advertising for crew contains a zero tolerance statement;
3) Make zero tolerance a condition of all contracts for boat leases, rentals and charters;
4) Have each salaried crew member sign a statement that he/she will not introduce or use illegal drugs on board;
5) Provide drug education for the crew;
6) Establish a written company policy in support of zero tolerance;
7) Report to the Coast Guard any possession or use of illegal drugs discovered on board the vessel;
8) Secure those compartments on board the vessel which are restricted to public access;
9) Inform friends and others on board your boat that any illegal drug use will not be tolerated;
10) Provide cooperation and assistance to the Coast Guard and Customs officers as they carry out their boarding duties.

NO PLASTIC REFUSE AT SEA

Beginning December 31, 1988 a new international shipboard pollution prevention law will become effective worldwide. The new law implements Annex V of the International Convention for the Prevention of Pollution by ships, commonly known as MARPOL 73/78. This law prohibits the disposal of any plastic rubbish in the ocean and severely restricts ships' disposal of other types of refuse at sea. It also requires that adequate facilities for receiving garbage from ships be available at ports and terminals.

Some ships will be required to keep log books for garbage disposal, develop shipboard waste management plans, and post information on Annex V requirements for crew and passengers.

The ban is a result of the legislation signed by President Reagan and applies to U.S. flag vessels anywhere in the world and to foreign flag vessels in U.S. waters. The law covers commercial, recreational and fishing vessels and provides for a civil penalty of up to $25,000 and criminal penalties up to $50,000 and five years in jail.

In order to facilitate compliance with these regulations, the Coast Guard recommends the following: 1) Become familiar with discharge provisions of regulations; 2) Separate all plastics from other garbage; 3) Separate all garbage exposed to food stuffs to avoid more stringent disposal requirements imposed by the U.S. Animal and Plant Health Inspection Service (Department of Agriculture); and 4) Reduce the amounts of plastics used on board (favor reusable or non-plastic materials).

PROCLAMATION EXTENDS TERRITORIAL WATERS

President Reagan signed a proclamation extending the territorial waters of the United States from three miles to twelve miles to conform to a United Nations standard set down in 1982 by the Convention on the Law of the Sea.

The presidential proclamation will give the United States, for an additional 9 miles offshore, "a sovereignty and jurisdiction that extend to the airspace over the territorial sea, as well as its bed and subsoil." The new limit applies to the "territorial sea of the United States of America, the Commonwealth of Puerto Rico, Guam, American Samoa, the U.S. Virgin Islands, CNMI, and any other territory or possession over which the United States exercises sovereignty."

Federal and State laws are not altered, and the determination of maritime boundaries is not impaired.

NEW FEDERAL HUMPBACK WHALE REGULATIONS

Each winter hundreds of humpback whales migrate from their North Pacific feeding grounds to calve and mate in Hawaii's warm waters. This migration provides Hawaii's residents and tourists with excellent opportunities to observe the enormous animals between December and May. Federal laws such as the Marine Mammal Protection Act and Endangered Species Act, protect humpback whales and are enforced by the National Oceanic and Atmospheric Administration (NOAA), the federal agency responsible for protecting whales and other marine mammals.

In 1988, new NOAA regulations became effective which protect humpback whales from harassment and other harmful actions. As a result, the NOAA has prosecuted six boat operators and/or owners in Hawaii for getting too close to humpback whales while whale watching. The violations involved people approaching closer than 100 yards to humpback whales, with one violator approaching a cow and her calf closer than 300 yards. According to George Marshall, Special Agent-in-Charge of the NOAA Fisheries Southwest Law Enforcement Office, " violators were assessed civil penalties ranging from $250 to $400 for each violation". Apparently, these penalties were approximately one-half the usual amount for such violations because 1988 was the first year of enforcement under the new regulations. However, the severity of the assessed penalties for new violations is expected to increase in 1989, now that the regulations have been in effect for one year.

The new regulations make it unlawful for people to: 1) operate any aircraft within 1,000 feet of any humpback whale; 2) approach by any means closer than 100 yards to any humpback whale or within 300 yards in specially designated cow/calf waters; 3) cause a vessel or other object to approach within 100 yards of a humpback whale or within 300 yards in cow/calf waters; and (4) disrupt or alter the normal behavior or activity of a humpback whale (for example, cause a whale to change direction rapidly or attempt to escape; interrupt breeding, nursing or resting activities; etc.).

Areas that are specially designated as cow/calf waters are: 1) adjoining the island of Lana'i, all waters within two miles of the mean high-water line along the north and east between lines extending perpendicular from the coast from Ka'ena Point to Kamaiki Point; and 2) adjoining the island of Maui, all waters inshore of a straight line drawn between Hekili Point and Pu'u Olai.

To report an incident of suspected violation or whale harassment, or for additional information, contact Gene Witham, Senior Resident Agent, NOAA Fisheries Enforcement Office, 300 Ala Moana Boulevard, Room 7110, Honolulu, Hawaii 96850; telephone: (808) 541-2730

FISH KELAGUEN

1-2 pounds of fresh yellowfin tuna
8-10 lemons for juice
1 teaspoon salt
3-4 crushed red peppers
1 small chopped onion

Cut tuna into small, thin pieces, place in large bowl. Add onions, salt, peppers and mix. Add lemon and mix well. Place in refrigerator and chill or eat as is.
Recipe from Lourdes C. Scroggs and Bell Gumataotao; taken from "LEBLON FINATINAS PARA GUAM; Guam Cookbook"by Y Inetnon Famalaoan

ESKABECHI

1 medium size fish, cleaned
1 clove minced garlic
1 large onion, sliced lengthwise
1/4 cup chopped fresh ginger
2 cups green papaya, chopped
1 green bell pepper
1/3 cup vinegar
1 cup water
2 Tablespoons soy sauce
2 fresh tomatoes, sliced
3 green onions, chopped with tops
1 tablespoon cornstarch

Sprinkle cleaned fish with salt inside and out. Let stand for ten minutes. Bake or grill fish until meat is soft. Fry garlic and onions until the onions are soft. Add papaya or peppers and cook 10 minutes on medium heat. Add vinegar, water and soy sauce. Bring to boil. Add cornstarch that has been added to cold water. Stir in and allow sauce to thicken. Spoon over warm fish, let stand in oven for about five minutes to allow the flavors to penetrate the fish. Serve with hot rice. Serves two.
Recipe from "REAL GUAMANIAN RECIPES, By way of Dorothy's Kitchen.

CALEMDAR OF EVENTS
FISHERIES RELATED MEETINGS AND WORKSHOPS

JANUARY 1989

CONFERENCE ON INTERNATIONAL OCEAN TECHNOLOGY CONGRESS EEZ RESOURCES: TECHNOLOGY ASSESSMENT
January 22 - 26, 1989
Hawaiian Regent Hotel
Honolulu, Hawaii

CHAIRMEN'S/EXECUTIVE DIRECTORS' MEETING
January 27 - 28, 1989,
The Omni Hotel at Charleston place
130 Market Street,
Charleston, South Carolina 29401

MARINE FISHERIES ADVISORY COMMITTEE (MAFAC)
January 31-February 2, 1989,
Capitol Holiday Inn
Washington, D.C.

FEBRUARY 1989

44TH SSC MEETING
February 13 -14, 1989,
Ala Moana Hotel
Honolulu, Hawaii

64TH WPRFMC COUNCIL MEETING
February 15-17, 1989,
Ala Moana Hotel
Honolulu, Hawaii

APRIL 1989

2ND INTERNATIONAL CONFERENCE ON MARINE DEBRIS
April 2-7, 1989, (Sunday-Friday)
Ala Moana Hotel
Honolulu, Hawaii

65TH WPRFMC COUNCIL MEETING
April 10-12, 1989, (Monday-Wednesday)
Rainmaker Hotel
Utulei, American Samoa

JULY 1989

66TH WPRFMC COUNCIL MEETING
July 24-26, 1989, (Monday-Wednesday)
Honolulu, Hawaii